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ABSTRACT

Four case studies presented in this handbook demonstrate specific techniques which can be used to build citizen participation in a community education program. Based on criteria of adaptability, evidence of effectiveness, and significance, one project for each of the following four classifications of ninety-two relevant projects was selected for inclusion in the handbook: rural--San Juan County, Utah; "rurban" (9,000-100,000 population)--Kanawha County, West Virginia; suburban--Hazel Park, Michigan; and urban--Minneapolis, Minnesota. Each project is described in terms of contact persons, case study (description of the project), evidence of effectiveness, replicability, costs, and sources of further information. General characteristics of successful innovations and specific issues related to implementing projects described in the handbook are discussed in the introduction. A guide to locating specific techniques discussed in the handbook is also included: administrative role description, characteristics of change, council performance survey, council workbook, guidelines for community school councils, home visitations, interview guide, involving agency representatives, involving staff, needs assessment (community survey), process facilitator/process facilitation, representative councils, site visitation, and student-conducted surveys. (TA)

Community Education Advisory Council Report No. 6

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Citizen Participation Handbook:

Four Case Studies

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The author retains responsibility for omissions and inaccuracies that remain.

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Introduction:
To the User

INTRODUCTION: TO THE USER

This Citizen Participation Handbook has been written for the practitioner who is looking for ways to expand citizen participation in his or her Community Education program.

Four case studies comprise the major bulk of the handbook. These case studies are not, however, pure documentary. Instead, they attempt to show you specific techniques you can use to build citizen participation. Each case study contains materials designed so that you can adapt and use them in your own situation. In addition, information is presented that estimates costs and conditions that must exist in order to adapt the approaches presented here.

Each case study describes a different type of community. One describes an isolated rural school district in Utah; one a suburban district in an industrial area of Michigan; one a county in West Virginia containing rural, urban and "rurban" (larger than a rural town, but smaller than a suburb) elements, and one a large metropolitan area. While you may want to look specifically at the case study that describes the area most like yours, there may also be pertinent information in case studies of other areas.

It would be well if increased citizen participation could be brought about simply by carefully following some of the ideas and suggestions that are contained in this Handbook. But as any experienced practitioner knows, citizen participation doesn't come about by following a recipe. The fact that an approach or a technique works in one community does not mean that it can be taken over and automatically made to work in another community. A process of adaptation must take place before the technique will yield results. Researchers are just now learning about the process of adaptation, and one major portion of this Handbook is devoted to a discussion of what is being learned. It is hoped that the discussion of adaptation will increase the usefulness of the contents of this Handbook.

Above all, it is hoped that this Handbook conveys the successful efforts of others to you in a way that stimulates your imagination and encourages you to try something new.

DESCRIPTION OF PROCEDURES USED IN DEVELOPING THE HANDBOOK

On behalf of the Community Education Advisory Council, U. S. Office of Education (USOE), the Rural Education Program of the Northwest Regional Educational Laboratory (NWREL) was awarded a purchase order to develop this Handbook on Citizen Participation in Community Education.

In the autumn of 1976 an initial meeting was held between a representative of USOE and representatives of NWREL. Product specifications and criteria for exemplary models were agreed to. Briefly, the criteria projects would need to satisfy to be included in the Handbook were adaptability, evidence of effectiveness and significance.

Subsequently an interview plan was designed in which Directors of Community Education Development Centers would be contacted by telephone and asked if they knew of exemplary models of citizens participation that met the criteria described above. Prior to telephone contact, a preliminary letter of introduction was sent to Center Directors explaining this project, and letting them know that they soon would receive a telephone call soliciting information from them.

While telephone data collection activities were taking place, a literature search was designed and carried out using the facilities at NWREL for accessing the Lockheed Information System, containing documents from ERIC, the Current Index to Journals in Education, and other data banks.

Finally, relevant dissertation abstracts were obtained from the Office of Community Education Research at the University of Michigan.

Telephone interviews, the literature search, and search of dissertation abstracts yielded 92 projects. Project staff decided to use the following classification system to organize projects:

Rural -	up to 9,000 population
"Rurban" -	9,000-100,000 population
Suburban -	communities adjacent to major metropolitan areas
Metropolitan -	100,000+ population

Using this classification, 26 rural, 22 "rurban," 11 suburban and 26 metropolitan models were located. In addition, seven models designed to facilitate involvement within a service area larger than a single district or community were identified.

Based on criteria of adaptability, evidence of effectiveness, and significance, one project for each of the classifications listed above was selected:

Rural:	San Juan County, Utah
"Rurban":	Kanawha County, West Virginia
Suburban:	Hazel Park, Michigan
Urban:	Minneapolis, Minnesota

A contact person, who was extensively interviewed by telephone, was identified at each site. The focus of each telephone interview was on the specifics that made each project successful. No attempt was made to evaluate any project; rather, the emphasis was on locating and describing the procedures that made what was done in each site successful. Contact persons also supplied written information, especially sample forms, sets of procedures and other "how-to's," which are included in the Handbook.

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Project staff then synthesized this information into the Handbook, which was reviewed by an external review team, by the contact persons at each site, and by the USOE Project Officer. Suggestions made by reviewers were incorporated into the final version of the Handbook.

CITIZEN PARTICIPATION IN THE SCHOOLS

IMPLEMENTING NEW PROJECTS AND APPROACHES

Before we discuss specifically how you may use the case studies and materials provided in this Handbook, it is important to discuss some characteristics of successful innovations. Educational researchers are becoming clear about the fact that successful implementation of new programs depends to a large extent on paying attention to the how of implementation. Thus, the information presented in this section is designed to help you innovate--no matter what kind of innovation you are working on. The next section, "Analysis of Projects," will discuss specific issues related to the implementation of projects described in this Handbook.

To many community educators the process of citizen involvement is a matter of organizing people and resources in order to carry out plans. Good program results are expected to occur somewhat automatically, if preceded by good program design. However, several research studies[1] have concluded that effective implementation means more than carrying out the original plans.

In these studies, investigators addressed independent problems and used different concepts to explain their findings, but their conclusions and recommendations are strikingly similar. Each study identified critical factors that influence successful implementation of innovative projects, such as citizen involvement projects.

One primary factor of successful programs is that they are based on a need felt by local people. Studies of the National Diffusion Network's activities indicate that "successful adoptions cannot occur unless the local school first recognizes

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[1] Three studies that are particularly comprehensive and form the basis of this discussion include:

Julia Cheever, S. B. Neill, and J. Quinn, Transferring Success. Prepared for the U. S. Office of Education, HEW. 300-75-0402. (San Francisco: Far West Laboratory for Education, Research and Development, 1976)

Michael Fullan and Alan Pomfret, Review of Research on Curriculum Implementation. Prepared for the National Institute of Education, NIE-P-74-0122. (Ontario: Ontario Institute for Studies in Education, 1975)

P. Berman and M. W. McLaughlin, Federal Programs Supporting Educational Change, Volume IV: The Findings in Review. Prepared for the U.S. Office of Education, HEW. R-1589/4-HEW. 300-75-0402. (Santa Monica, California: Rand Corporation, 1975)

that something is lacking in its school and defines its need."[2] Similarly, Berman and McLaughlin found that program success was characterized by a "problem-solving" orientation in the local school system. That is, the local system had identified and already begun to attack the problem before outside money became available. By contrast, failures in implementation were associated with an "opportunistic" orientation where districts simply supplemented their budgets with money that happened to be available. Other characteristics of successful implementations include the following:

- Project designs were not "prepackaged" but were adapted by local people to fit their unique situations
- Rather than adopting materials which were developed elsewhere, materials were adapted or developed to fit local needs.
- Continuous planning and re-planning went on--not just a burst of planning at the outset.
- Training, when utilized as part of a project, emerged from the ongoing needs of the project and the participants, rather than being delivered in one shot at the beginning.
- Technical assistance, when part of a project, was assured continuously, in contrast to one- or two-day visits from busy "experts."
- Strong support was given by key administrators at district and school levels.

According to Berman and McLaughlin, "Data from the survey and field work clearly indicate that the implementation strategies selected to carry out a project vitally influence the innovative process and project outcomes."[3]

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[2] Cheever, Neill, and Quinn, Transferring Success, p. 28

[3] Berman and McLaughlin, Federal Programs, p. 18

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They also point to another factor that was equally important for successful projects. "Contrary to the assumption underlying many change strategies, implementation did not involve merely the automatic application of a technology. Implementation was an organizational process that implied interactions between the project and its setting; thus, it was neither automatic nor certain."[4] Berman and McLaughlin call this process mutual adaptation.

Mutual adaptation is a process of mutual interaction and influence where all parties make adjustments to support their common purpose. The projects described in this Handbook all show substantial evidence of mutual adaptation, and it appears that this concept strongly promotes the successful implementation of citizen participation efforts, as well as other innovative educational approaches.

For example, mutual adaptation means the focus of activity in an agency must not be overpowered by choices made for the activities in another agency or in a participating community. Likewise, the design of any project may need to be adapted to the capacities of the agency. If either focus begins to dominate the other, communication and collaboration can break down and project outcomes can be impaired.

Mutual adaptation can involve a variety of adjustments. For example, project designs can be modified to fit financial conditions. Mutual adaptation can also bring interim changes in the standard practices that agency administrators use to support their staff.

The main factor which promotes mutual adaptation is continuous problem solving, which works to keep the project design flexible, adaptive, and congruent with agency and field settings.

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[4] Ibid., p. 10

Continuous problem solving means:

- problem solving that systematically enables people to share their ideas, identify major concerns, search for alternative solutions, decide what they will do, implement their decisions, and assess the outcomes
- problem solving that establishes communication among local, regional, and state participants
- problem solving that occurs regularly to address concerns and make adjustments as needed
- problem solving that is based on data about what did and did not work well and that adjusts project activities accordingly

Continuous problem solving is a way to identify issues and determine solutions before problems become crises. Meetings that involve representatives of all participants can provide a forum for continuous problem solving. Here participants can monitor project achievements and modify practices according to field and agency needs.

Continuous problem solving must consider (a) the services that are delivered to a local site and (b) the capacity of agency staff to deliver and support these services. Three questions which usually arise are:

- If training is involved, is it keyed to project operations and trainee concerns?
- Are users adapting materials and other resources to their specific needs?
- Does the project involve a sufficient number of participants to build project morale and to represent a wide assortment of community, school, and agency concerns?

Continuous problem solving will answer these questions in a practical and effective manner, as suggested below.

Is Training Keyed to Project Operations?

Many of the approaches described in the Handbook utilize training for the purpose of increasing skills. Training is more effective if the trainer continuously considers the needs of trainees and project operations and addresses these needs in the training sessions. This premise was verified by the Rand study which found that, "Training was significantly related to project outcomes only when it was tied to the specifics of project operation and to the practical day-to-day problems of the project participants."[5]

Many issues are likely to arise about the relationship between training and project operations. A useful rule of thumb is "when in doubt, keep training practical and immediate."

Training will be more likely to be effective if trainees

- demonstrate knowledge of tasks to be accomplished and remain task oriented
- demonstrate competence to carry out their own tasks
- use communication skills and behavior which support relationships within a work group
- use processes which build collaboration between groups

When the training format and the trainers offer regular opportunities for trainees to air their concerns and to assess the effectiveness of their training, there is a greater likelihood that training will maintain its relevance and vitality for trainers.

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[5] Ibid., p. 9

Are Participants Adapting Their Materials and Other Resources to Their Specific Needs?

It is important that participants periodically assess their materials and adapt them to the specifics of their own situation. Adaptation may range from careful assessment and "adjusting" of existing materials to producing supplementary materials from scratch. These adaptations can play an important role in successful project implementation and in project outcomes. As the Rand study noted: "The value of producing one's own materials may not lie principally in the merits of the final product, but in the activity of development itself. The exercise of 'reinventing the wheel' can provide an important opportunity for staff to work through and understand project precepts and to develop a sense of 'ownership' in project methods and goals."[6]

Project participants are likely to find that locally adapted materials will fit their needs better. As Berman and McLaughlin pointed out, by reworking the materials, the participants are reworking significant precepts of the project, gaining a sense of ownership of them, and implementing them in daily practices. They have an interest in making the project work well.

Does the Project Involve a Sufficient Number of Participants?

If people feel a strong commitment to their new project and their school district considers the project to be important, then it is easy for project participants to feel that all will go well. However, the research indicates that individuals who are nonparticipants in the project can often communicate negative or indifferent attitudes that erode project morale. Sometimes these nonparticipants create pressure for the participants to "give up" when their work hits bumpier times. Berman and McLaughlin described this phenomenon by saying, "Apparently, a 'critical mass' of project participants is necessary to build the support and morale of the project staff. Furthermore, a critical mass of

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[6] Ibid., pp. 19-20

project staff in a given site is able to establish a norm for change in the setting, rather than making project staff seem to be deviant."[7]

In summary, the finding of implementation research suggests that a successful implementation process is one which utilizes mutual adaptation. This process promotes interaction and mutual influence between the agency, the site, and the project plan. It relies on continuous problem solving to make sure that within a project

- the training is keyed to operations
- the materials are adapted to local needs
- there are sufficient participants to build project morale
- the participants are representative of the population

Implementation becomes an organizational process that depends vitally upon human interactions. When no one element of the project dominates, communication and collaboration can be developed which help people articulate, and seek ways to satisfy, their educational needs.

As you come upon ideas and approaches in this Handbook that you think may be of use to you, consider these sorts of questions that are related to the idea of mutual adaptation:

What opportunities exist for community people to modify or propose alterations in a planned procedure?

What opportunities exist for community people to build their own materials?

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[7] Ibid., p. 20

What mechanisms exist or can be developed for dealing with problems that arise as something new is being tried out?

What channels for communication exist or need to be built in order to facilitate information flow?

How will involved persons and agencies utilize data in order to make decisions?

An example might illustrate some of these ideas more clearly: Supposing you have heard about a technique for evaluating the effectiveness of council meetings. You think it would be a good idea for your council to employ such a technique. Instead of simply handing an evaluation form to the council, you might consider some of the following suggestions:

- Have the council chairperson write a letter to a member of the council which has been using the technique, asking for suggestions about how best to use the technique.

- Explore with the council the goals or purposes of assessing council effectiveness and have council members redesign the technique so that it more nearly fits their purposes.

- Suggest that a council task force develop a plan for regular assessment of council effectiveness.

Each of the suggestions above allows council people an opportunity to interact with the proposed new procedures. As you practice mutual adaptation and continuous problem solving, you will surely come upon more effective ways of assisting the council to interact with new ideas.

ANALYSIS OF THE PROJECTS

The four projects described in this Handbook may be analyzed in terms of two distinct approaches to citizen involvement. It might be added that the two approaches to citizen involvement which will be described below are not intended to exhaust all possible approaches, but rather are derived from an analysis of the four projects themselves. There are indeed other approaches to gaining citizen involvement that are not touched upon here. For example, you will find little information about approaches that are concerned with promoting citizen control of schools. Similarly there is little information here about approaches designed to placate citizens by establishing a token council for advisory purposes only.*

Two of the projects described here seek to promote involvement through councils which operate essentially at attendance area levels. These projects are in Kanawha County and Minneapolis. In Kanawha County there are 12 councils, each serving a high school attendance area, and in Minneapolis there are about 70 neighborhood councils generally serving elementary attendance areas. The chief feature of these two projects is that they can very effectively and efficiently deliver services directly to persons who are in immediate need of the services. Individual differences among neighborhoods, even among different blocks, are easily accommodated by such an approach. The fact that several councils exist guarantees that a large number of people become a part of the process of

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* Sherry R. Arnstein distinguishes usefully among eight types of citizen involvement programs. In increasing degree of citizen power, the eight types are: manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control. See "A Ladder of Citizen Participation," AIP Journal, July 1969, pp. 216-224.

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identifying and solving problems. Small interest groups tend to have their needs met, and tend not to feel overrun by others.

A quite different approach is taken in the other two projects. The project in San Juan County, Utah, and the project in Hazel Park, Michigan, both focus, although in very different ways, on affecting district policy. In Hazel Park, as is explained in the case study, procedures which facilitate communication with district citizens result in their strong support of schools and in district-wide policies that can be supported. In San Juan County, the school-community groups operating there provide the school board with data that enable it to shape district policy in ways that are responsive to citizens' needs.

While these two approaches to citizen involvement, one focusing at an attendance area level and one focusing at the district level, may be distinguished, it would be unfair to say that no changes in district policy occur in Kanawha County and Minneapolis, and that no changes at the building level occur in Hazel Park and San Juan County. But nonetheless it does appear that the differences between the two approaches are greater than their similarities. It is hoped that an understanding of the differences will better enable you as a user of this Handbook to better choose an approach that more nearly meets your needs.

Analysis of the two approaches presented here suggests that to impact district policy takes substantially more time than to form a neighborhood committee and establish linkages with agencies that can meet identified needs.

A second key difference is that in efforts to shape district policy, much effort must be devoted to maintaining communication channels with the district administration and board of education. Furthermore, the citizens' group seeking to become involved in this manner must squarely face the issue of its representativeness. It must be representative of enough community factions so that district personnel can feel that the group does indeed speak for the community. District

personnel must also be helped to shape their role in working with the community. This is a crucial point. If district personnel perceive themselves to be in a "response mode"--that is, the community does something, then the district responds--an adversarial atmosphere quickly develops which can work to the detriment of involvement.* But if district personnel can be assisted in functioning with the community, then chances of project success are much greater. In Hazel Park, participation with the community was totally supported and modeled by top administration. This is a highly unusual position for top administrators to take, but it exemplifies what can happen when administrators do support community involvement. A more typical case exists in San Juan County, where a team of process facilitators devoted part of its efforts to helping the district staff, administration and board of education collaborate with the community groups established in the district.

Another key difference has to do with the types of change that are likely to emerge as a result of the type of approach chosen. The following table illustrates some of the differences.

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* The point of view taken by the author is that adversarial strategies may be effective change strategies, but are very poor involvement strategies. By nature they exclude all of those defined to be on the "other side."

CHARACTERISTICS OF CHANGE

Focus on Attendance Area	Focus on District
Change is quick to occur.	Change may be slow to occur.
Change is likely to affect a small number of persons.	Change is likely to affect many people.
Changes achieved in one area but needed in other areas may never occur in the other areas.	Some factions may feel changes they do not agree with are being thrust upon them.
Changes may be limited by the narrow focus of a neighborhood group.	There is a greater likelihood that innovative ideas will characterize change.
Many persons are likely to serve on citizen groups.	More attention needs to be paid to keeping the community informed.
Changes tend to focus on the kinds of services various agencies can provide to people.	Changes tend to focus on how the school district can be more responsive.
Different community groups may develop a sense of competition.	While a sense of an entire community may be gained, efforts need to be made to assure that no one feels left out.
Neighborhood improvement projects are a possible area of change.	Community improvement projects are a possible area of change.
Certain neighborhood groups may become labelled as "radical" or "adversarial."	The success or failure of the group may affect the potential of citizen participation for a long time.

Finally, a few words about how these projects work. Each project contacted offered substantial evidence of:

- The value of helping citizens' groups use systematic problem solving methods.
- The value of coordinators and process facilitators helping citizens' groups utilize group process skills for effective participation.
- The value of carefully planned collaboration with other groups, be they school district groups or service agencies.

As you adapt parts of the approaches contained herein in your own area, you will probably enjoy greater success if you give some thought to the three areas described above: helping citizens use problem solving techniques, group process skills, and planned collaboration.

Finally, in order to assist you in locating techniques you may be interested in, the following topical guide to the contents has been developed:

Topics	Pages
Administrative Role Description	43
Characteristics of Change	18
Council Performance Survey	74-75
Council Workbook	
Guidelines for Community School Councils	44-45, 71-73
Membership	45, 71
Purposes	44
Structure	45, 72-73
Home Visitations	56-60
Planning	56
Record Keeping	61
Interview Guide	58
Involving Agency Representatives	47
Involving Staff	60
Needs Assessment (Community Survey)	26-28
Creating Instruments	26
Sample Instruments	27-28
Process Facilitator/Process Facilitation	24-25
Representative Councils	25
Block Plan	69-70
Site Visitation	29-31
Observation Sheet	30
Evaluation of Visit	31
Student-Conducted Surveys	61-62

1
Blanding, Utah

SAN JUAN COUNTY, UTAH

Contacts: Jan Christiansen, Lead Facilitator
San Juan School District
207 North First East
Monticello, Utah 84535

Kenneth Maughan, Superintendent
San Juan School District
207 North First East
Monticello, Utah 84535

Vaughn L. Hall, Asst. Superintendent
Utah State Board of Education
250 East Fifth South Street
Salt Lake City, Utah 84111

CASE STUDY

In the fall of 1974, the San Juan County School District headquartered in Monticello, Utah, was faced with a lawsuit alleging racial discrimination against Navajo Indians. The basis for the suit was a situation in which many Navajo children were being bused as many as 60-80 miles one way in order to attend the high school in Blanding.

In response, the San Juan School Board joined with the Utah State Board of Education, the Utah Navajo Development Council and the Navajo Nation in order to participate in a large-scale effort to

- improve the ability of communities to resolve educational problems,
- transfer the initiative for educational change to local people,

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- improve agency services for schools in rural areas.

The model for citizen involvement that was used was the "Rural Futures Development Strategy" (RFD), developed by the Northwest Regional Educational Laboratory, in Portland, Oregon. The keys to this strategy are:

- a representative group called a school-community group (SCG), composed of district citizens, school staff and, where appropriate, students;

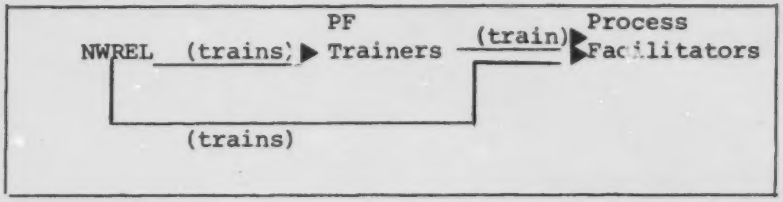
- a team of process facilitators (PFs), who work with the SCG, helping it develop:

  -systematic problem-solving skills

  -skills of effective functioning

  -skills of collaborating with other groups

Since the work of the process facilitators was deemed crucial to the effectiveness of the citizens group, they received a comprehensive program of specialized training from NWREL staff and two Community Education Specialists from the Utah State Board of Education who received training as trainers of process facilitators. Thus, there resides in Utah the capacity to train more process facilitators in order to facilitate the work of other community groups. The model below summarizes the way in which training was conducted:



Over a 22-month period, a series of 12 two-phase training sessions were conducted. The first phase consisted of training for the USBE Community Education Specialists by NWREL staff. A part of the training involved planning the training for San Juan County process facilitators based upon needs communicated by process facilitators and district personnel who had roles within the project. The second phase consisted of training workshops for process facilitators. Training sessions for USBE Specialists typically were one day long, and sessions for process facilitators lasted two to three days. In addition to formal training sessions, a series of on-the-job training activities, called "Guided Field Experiences" (GFE), were conducted to assist process facilitators in putting into actual practice the skills that were taught in the workshop sessions. Finally, materials were provided to process facilitators to support strategy installation.

Since the tasks of the process facilitators were first to set up representative community groups, and second, to assist each group in using a systematic approach to solving problems, training first focused on delivering the skills of forming representative groups. In San Juan County, two community groups were formed, using a careful process. First, two temporary groups were formed and given the task of determining the composition of the permanent, representative school-community groups. The temporary groups conducted surveys of identified opinion groups in the area to determine who opinion leaders were. The names of the opinion leaders were sent to the school board, which officially appointed citizens, staff and students to serve on each of the two permanent groups, called "School-Community Groups" (SCGs).

Upon formation, each SCG undertook a survey of the area it served to validate an expressed need for a new high school on the reservation. A careful series of steps was followed in the creation of the needs assessment instrument. These are reproduced on the following page.

CREATION OF THE SURVEY INSTRUMENT

STEPS

1. School-Community Group (SCG) decided to do a survey to determine the needs and desires of the people.
2. They explored the various methods for doing the survey.
3. They chose to create a questionnaire which was to be used in the Chapter meetings. Also, the representatives would make individual contacts.
4. They listed the tasks for the selected method.
5. They assigned the tasks.
6. They selected a task force team to develop the questionnaire. Also, it was agreed to hire a consultant to assist.
7. With help from a consultant from the University of Utah, the group created the questionnaire.
8. The questionnaire then was taken back to the SCG for alterations and for final approval.
9. The questionnaire was tested and revised.
10. The representatives made arrangements with the chapter leaders to conduct the survey. The representatives were instructed to conduct their own survey.
11. The SCG tabulated the survey.
12. The SCG held a meeting in Blanding to plan for the report to the Board of Education.

A sample of each needs assessment form, which in both cases was developed by the SCG with relatively little assistance from the PF, is provided on the following page.

Survey #1

Interviewer_____

SCHOOL COMMUNITY GROUP SURVEY

This survey is being conducted by the School Community Group, representing _____. The purpose is to identify the educational needs of the area. The information will be used by the School Community Group to make recommendations to the _____School District and Board of Education.

Person Interviewed_____

___ Community Member
___ Student
___ Staff Member

___ Village A
___ Village B
___ Village C
___ Village D

1. In your opinion, do we need a new high school in this area?

___ Yes
___ No
___ Don't Know

Why or why not?_____

_____

2. If a new high school is built it would be for people from Villages A, B, C, D and surrounding areas. In your opinion, where should the new high school be located?

___ Location A
___ Location B
___ Location C
___ Other

3. a. (Parent) If a new high school were built close to your community, would your children attend that new school?

b. (Student) If a new high school were built close to your community, would you attend that new school?

c. (Other) If a new high school were built close to your community, would children from here attend it?

___ Yes
___ No
___ Don't Know

4. What should be taught in the new high school?

___ Navajo Language and Culture
___ Vocational Training (Mechanics, Carpentry, Agriculture)
___ Preparation for College
___ Arts and Crafts (Weaving, Pottery, Silver, Painting)
___ After School Activities (Football, Basketball, Wrestling, Rodeo Club)

Other_____

Survey #2

School Community Planning Group

Montezuma Creek, Utah

This questionnaire is to determine if there is actually a need for a high school in the Montezuma Creek area. Your honest response is requested so the planning group's tabulation can be as accurate as possible.

Community

Navajo_____ Other_____ Community Member_____

Anglo_____ Location_____ School Staff_____

1. We believe that the high school at Montezuma Creek should be built. Agree_____ Disagree_____

2. Would you encourage your child to attend this new high school? Yes_____ No_____

3. Would you like your child to learn the language and culture of both Anglo and Navajo? Yes_____ No_____

4. Would you like a high school with vocational-technical training? Yes_____ No_____

5. Would you like to have a school community planning committee work with the Montezuma Creek area public schools, district staff and school board on need and problems of the schools? Yes_____ No_____

Interviewee:_____

The PFs assisted the group in tabulating the survey results, and the data indicated an overwhelming desire to see two new high schools on the Indian reservation. Next, the SCGs reported these results to the San Juan County School Board, and recommended that the new high schools be built. The Board voted to authorize an election to allow district residents to vote on whether bonds sufficient to build new high schools on the reservation should be issued. Probably one of the greatest unanticipated outcomes of this strategy resulted as many Navajo Indians who had never before voted in a public election joined with a substantial number of white voters in passing the bond issue.

At the same time, the SCGs began to search for alternative school programs and facilities that community members felt would be desirable in the new schools. Visits to other schools were conducted by task forces, or in some cases, by the entire SCG in order to locate such alternatives. In order to assure that the school visitation activities would be as fruitful as possible, a number of guidelines for visitations were prepared by the SCGs themselves and an observation sheet was prepared to be filled out by each member at the conclusion of each visit.

The form used for orienting SCG members to their visitation tasks is reprinted below:

RESPONSIBILITIES OF SITE VISITORS DURING VISIT

1. Ask questions--keep them talking--listen and listen.
2. Inquire about curriculum outlines and guides for unique programs.
3. Get copies of student and teacher handbooks, class schedules and school budgets.
4. Ask for written material.
5. Record the results.
6. Inform the people back home about the trip.
7. Don't forget to thank them for their trouble and help.

Use of a list of responsibilities such as the one included here pays great dividends of time: forgotten tasks will not have to be redone, and community group members can begin right away to use materials they obtain at a site visit. Furthermore, in the case of people who typically feel excluded from schools, the responsibility of conducting a visitation builds self-confidence and comfort at being in a school building.

The use of an observation sheet also makes the process of visitation more efficient. Fleeting impressions can be recorded, and a record of activities undertaken is maintained. Two alternative observation sheets that were both used in San Juan County are printed below.

School Visitation Observation Sheet

Name of School _____

I. What parts of their programs would you like to use in the new home school?

II. What parts of their facility (architectural design) would you like to use in the new home school? (Name & sketch & explain why you liked it.)

III. Experts who will be helpful as resources to the home school as new practices are incorporated.

	Name	Position	Address	Telephone
1.				
2.				
3.				
4.				

IV. Other comments:

Evaluation of School Visitation Trip

May 12, 13, 14

1. How did you feel about the visits?

Disappointing. Trip, money wasted.	1	2	3	4	5	6	7	Very rewarding. Money, trip well spent.

2. In my interviews and observations, I found

Nothing new and different from what we are doing at home.	1	2	3	4	5	6	7	Many new ideas

3. Comments, ideas, and reminders - - - things I want to remember about each site visited.

Following this success, the process facilitators worked with the school-community groups as they helped plan the schools with an architectural firm. Presently one of these schools is nearing completion, and the other is in initial stages of construction.

Several outcomes of this strategy in San Juan County should be noted:

1. The district agreed, after the involvement of NWREL was completed, to hire process facilitators as a part of their regular staff.

2. Other areas in the San Juan County district requested and received the assistance of PFs in forming SCGs.

3. The two original SCGs continued to function with very little direct assistance of the process facilitators, having become sufficiently skilled to do so.

4. The process facilitators also worked with school staff groups, who wanted to become skilled in the problem solving techniques being utilized by the SCGs.

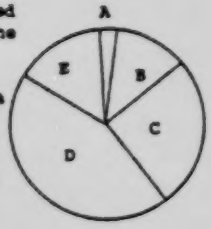
EVIDENCE OF EFFECTIVENESS

Evidence of success of this program is not hard to find. The success of passing the bond issue to build new high schools is of course the most visible evidence, but other successes also deserve mention. First, other areas have requested assistance from the San Juan County School district in establishing School Community Groups in their areas. Second, the district has established the service of process facilitation as a regular service it offers. Finally, the original two School Community Groups have continued to function primarily on their own, indicating that they have internalized the skills necessary to influence educational decision making. This is evidence that skills or accomplishing tasks, of functioning effectively, and of collaborating with other groups have been incorporated by members of those groups.

A third-party evaluation of this project was recently completed by Dr. Robert L. Ellison of the Institute for Behavioral Research in Creativity in Utah, and submitted to the Utah State Board of Education. A summary of the results appears below:

1. Has the operation of the SCGs helped to improve how people feel about the schools in San Juan County?

A.	Not at all	02%
B.	A little	12
C.	Some	25
D.	Quite a lot	45
E.	A great deal	16



2. In the future, do you believe students will learn more as a result of continuing activities of the SCGs?

A.	Certainly	33%
B.	Probably	42
C.	Possibly	21
D.	Not likely	03
E.	Don't know	01

3. From your experience, do you believe that other school districts could improve how people feel about the schools by using SCG procedures?

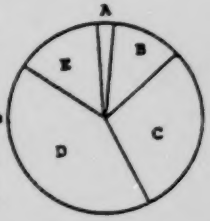
A.	Certainly	43%
B.	Probably	40
C.	Possibly	12
D.	Not likely	04
E.	Don't know	01

4. Has the SCG process helped to resolve problems between educator- and the community?

A.	Definitely	34%
B.	Somewhat	44
C.	A little	12
D.	Very little, if any	05
E.	Don't know	04

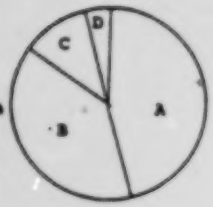
5. Have the activities of the SCGs helped educators in your district to have a better understanding of what community members want in their schools?

A.	Not at all	03%
B.	A little	11
C.	Some	29
D.	Quite a lot	43
E.	A great deal	14



6. What is your overall reaction to this project (that is, the SCGs, the FFs, and the problem-solving process)?

A.	Very positive	46%
B.	Somewhat positive	39
C.	Neutral	11
D.	Somewhat negative	04
E.	Very negative	00

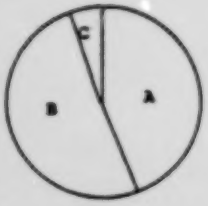


7. Has the project resulted in community members having an important influence upon decisions made by the school board and school staff?

A.	Not at all	03%
B.	A little	19
C.	Some	25
D.	Quite a lot	38
E.	A great deal	14

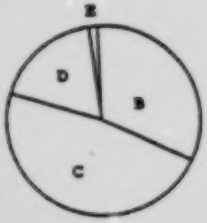
8. How would you describe the level of communication and understanding between community members and educators in San Juan <u>before</u> the SCGs were operating?

A.	Poor	44%
B.	Fair	50
C.	Pretty good	06
D.	Good	00
E.	Excellent	00



9. How would you describe the level of communication and understanding between community members and educators in San Juan <u>at the present time</u>?

A.	Poor	00%
B.	Fair	32
C.	Pretty good	48
D.	Good	19
E.	Excellent	02



In this study it was concluded that a measurably positive impact on community involvement, communication and openness had been attained. Further it was concluded that the benefits of community involvement as they resulted in San Juan County would have been difficult to achieve using other procedures. It was felt that the combined efforts of the process facilitators, School-Community Groups and educational staff and administrator provided the crucial stimulus needed for success of the project.

REPLICABILITY

The model that was used in Utah was designed primarily for rural school districts; however, the processes employed in this project are probably applicable to districts of varying size. This model attempts to impact district-level policy. While there is much to be said for an approach aimed at the building level, where change can most quickly and visibly be accomplished by a citizens' group, too often the changes tend to want for significance in terms of district policies.

Also, in contrast to the other projects described in the Handbook, this project is at first glance comparatively expensive to implement. However, the expenses seem to be justified by

- the comprehensive nature of the strategy,
- the breadth of the impact it can have,
- the skill level and increased capacity for self governance it generates on the part of the citizens' group,
- the expansion of useful services that can be provided by a school district, intermediate educational agency, or other agency which houses process facilitators.

In addition, the only expenses associated with this model that would not necessarily be associated with similar models are expenses associated with training the process facilitators. Since this is a one-time-only expense, a district or intermediate agency could apply for a grant to cover training expenses.

Four factors need to be present for this process to be maximally successful:

- The School Board must agree to allow a School Community Group to operate (with the assistance of process facilitators).
- Process facilitators must be on the staff of an agency that serves the district, or on the district staff.
- Process facilitators probably require specialized skill training in order to assist citizen groups in becoming involved with educational decision making at the district level.
- Support and technical assistance from the state education agency so that process facilitator training becomes the primary system for transferring the model, or adaptations of it, to other districts.

COSTS

Costs to a district choosing to utilize this model would need to account for the following:

- Process facilitator salaries: approximately $12,000 x number of facilitators.

- Travel and materials for community group members.

- Costs of providing specialized training, including Guided Field Experience, to process facilitators. The cost, including travel expenses, in the San Juan project was approximately $35,000 for 10-15 two-day training sessions, including GFE.

FURTHER INFORMATION

For further information, the following sources may be consulted:

Joan L. Goforth, "Final Evaluation Report Site A," Rural Education Program, NWREL, 1976.

Robert L. Ellison, "Evaluation Report of the Rural Futures Development (RFD) Project in San Juan County," Institute for Behavioral Research in Creativity, Salt Lake City, Utah, 1977.

"Schools and Communities: Setting Goals," Oregon Department of Education, Salem, Oregon, 1976, pp. 21-25.

"Strengthening the Community Education Partnership: The San Juan RFD Model of Public Involvement," Utah State Board of Education, 1977. Order from Publications Clerk, Curriculum Division, Utah State Board of Education, Salt Lake City, Utah 84111.

2
Kanawha County, West Virginia

KANAWHA COUNTY, WEST VIRGINIA

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CASE STUDY

Citizen involvement in Kanawha County, West Virginia, stresses process and participation. Supported by a board resolution (dated September 1975) legitimizing the goals of Community Education, a county-wide advisory committee and 12 local advisory councils promote active involvement in two ways. First, involvement on the councils is promoted through continuous assessment of needs and problem solving; and second, involvement is fostered through identification and utilization of agencies that help meet community needs. In Kanawha County, Community Service Agencies, Church organizations, clubs and organizations, colleges and universities, the U. S. Government, the State of West Virginia, city and county agencies, and several businesses and industries all contribute resources and services that people need.

Community Education Programs in Kanawha County in 1976 offered 675 classes that enrolled some 10,000 people of every age. The average weekly participation was 5421.

Among the keys to the success of the Kanawha County program are the assumptions of the Community Education program and its organization. Several assumptions guide the approach of Community Education in Kanawha County:

1. Communities are capable of positive change.

2. Social problems have solutions.

3. One of the strongest forces for making change is community power.

4. Community members are desirous of improving their communities and are willing to contribute their energies toward such ends.

These assumptions lead toward the stated goal of Community Education, which is "helping people help themselves." This familiar concept is interpreted as the process component of Community Education. The program is one in which community members are involved in identifying problems and working through a process which enables them to plan courses of action and carry through on possible solutions.

Beyond the fact that the guiding assumptions promote citizen participation, the program in Kanawha County appears to be successful because its administration is carefully organized. Several administrative roles have been identified: In Kanawha County, A Deputy Superintendent, the Assistant Superintendent of Vocational and Community Education, the Director of Community Education, the building principal and Community School Coordinators all have specific roles. These roles are designed to facilitate one another, rather than to put bureaucratic layers between community people and decision makers. Briefly, these roles are outlined on the following page.

COMMUNITY EDUCATION ADMINISTRATIVE STRUCTURE

Role	Functions
Deputy Superintendent	Direct Supervision of Area Superintendents, School Administrators, Department of Vocational and Community Education
Assistant Superintendent of Department of Vocational & Community Education	Directs, coordinates, administers the instructional program: monitors Community Education program.
Director of C.E.	Provides direction, training, identifies and coordinates human and physical resources of community; supervises C.E. specialists, provides training, consultation, inservice for CS Coordinators.
Building Principals	Administers C.E. program and integrates with K-12. Financial responsibility for CG center; supervises coordinator.
Coordinator	Responsible for day-to-day operation of C.E. Center.

In addition to securing administrative support through clearly defined roles, booklets have been produced that are designed to orient teachers and Community Education advisory councils to their role within the Community Education program. The booklets contain a set of guidelines for councils describing purposes that may be served by a council. Guidelines are also provided in the areas of membership and structure. These are provided on the following page.

GUIDELINES FOR A COMMUNITY SCHOOL COUNCIL

FOR

KANAWHA COUNTY SCHOOLS

Purposes A Local Advisory Council May Serve:

1. Assess the felt needs of the school and the community through factfinding studies, discussions, and surveys to determine the most pressing needs and to set priorities.

2. Encourage informed citizen participation and involvement.

3. Serve as a communications channel between the people of the community and the school staff.

4. Coordinate community activities and services.

5. Provide leadership to achieve action on community and school needs.

6. Advise the school principal and community school coordinator on certain matters related to the school and community, such as:

   (a) Scheduling the use of school and public facilities
   (b) Development of grounds for maximum use
   (c) Money raising projects and proposals
   (d) Money spending projects
   (e) Community development projects
   (f) Social problems within the community
   (g) Adult education classes and enrichment activities

7. Provide assistance to the school in its social projects and activities, such as carnivals, fairs, open houses and family fun nights.

8. Stimulate public awareness of community and school problems through Town Hall style meetings, radio and press publicity, and home discussion groups.

9. Rally support for school and community issues by serving as a clarifying body.

10. Serve as a source of information and education for the school community by developing public understanding of pertinent issues.

11. Serve as a sounding board or source of information and advice for the school staff.

12. Identify and enlist the help of potential community leaders in school and community ventures.

13. Provide a place where different viewpoints can be expressed openly and dissident groups brought to hear each other's views.

14. Serve first, last, and always as a medium through which citizens in the community become informed and united to work for the common good.

Membership

The membership of a local advisory council should be representative of the entire geographic area in which the community school is located. People from different socio-economic levels should be represented if possible.

Persons usually considered for membership are:

1. Representatives of civic, professional, service, educational, religious, labor, and business organizations.

2. Representatives of the student body and of organizations using the school.

3. Individuals chosen for their leadership, interest, knowledge or competence in civic and educational endeavors.

4. The school principal, community school coordinator, representatives of the school teaching staff and representatives of the community school teaching staff.

Many councils extend an open invitation to interested patrons of the community school in addition to those who are appointed or elected as members.

Organizational Structure

The organizational structure should be kept as simple as possible. Determined by the council itself, it should be simple and flexible but adequate to deal with the community and school needs.

Insomuch as most council meetings are conducted on an informal discussion basis, the need for a formal structure with many officers and standing committees usually is lessened. A minimum structure might include a chairperson, a vice chairperson, and a secretary.

Meetings of the council are scheduled during the school year. Most successful councils have at least six regular meetings during the school year with special meetings called as often as necessary.

Regular committees and special committees can be appointed as the need arises. Some typical committees which lay groundwork for decisions by the council are public affairs committee, curriculum committee, and public relations committee.

A "workbook" section of the booklet provides space for council members to write down:

COUNCIL MEMBERSHIP

(List of all present members, including mailing addresses and phone numbers.)

_____

_____

_____

_____

_____

_____

_____

	Name of Group	Locations	Date
MEETINGS			
(Regular and special meetings, also meetings of special committees and task forces.)			

GUIDELINES OF OPERATION

(It is suggested that each council establish a method of selecting members, determining leadership, determining the composition of the council, and deciding how the council will function.)

GOALS

OBJECTIVES

(It is suggested that objectives be specific and measurable, and that they have a specified completion date.)

Generally, it seems to be the case that involvement is promoted by products that are meant to be used on a regular basis. Products that are meant only to be read tend to be read once (if at all), and then be forgotten. Thus it seems advisable if you are planning to construct handbooks, booklets, or guides for your council, to consider including pages that members might use for such things as:

- membership lists
- writing out a plan or procedure
- evaluating a meeting, program or activity
- listing group agreements
- other.

In Kanawha County local advisory committees work with a paid coordinator to develop needed programs. Skill building is provided for committee members during periodically scheduled workshops.

Typically, advisory committees conduct needs assessments and determine, with the help of the coordinator, director and principal, which community agency can best meet identified needs. Tips that have been found useful for getting agency persons involved are:

1. Find out who is head of the agency.

2. Make a face-to-face appointment, preferably over lunch, so that there is a relaxed, informal atmosphere.

3. Explain what Community Education is doing and why the agency's help is wanted.

4. Don't use the telephone to ask for assistance.

5. Don't pay for the lunch of the person you're meeting with (go dutch).

6. Visit the agency offices if a luncheon appointment can't be arranged.

A very important component of the coordinator's training occurs during staff meetings. The focus of the training is upon helping the coordinator learn facilitating behaviors: that is, behaviors that encourage council members to be active and responsible for council work. In Kanawha County, the essence of facilitation is helping people help themselves.* Training films are used both with coordinators and council people to help them become acquainted with the facilitator role.

During staff meetings, role playing activities give coordinators opportunities to practice facilitating behaviors before a mock council. These stress helping the coordinator encourage council members to take responsibility for what needs to be done, rather than relying on the coordinator. Staff meetings are also a forum where coordinators share successes with one another and talk openly about things that are not going well.

Advisory councils at the building level typically have at least 10 members and are made representative as follows: the attendance area is broken down into census tracts, and businesses and age groups in the area are studied. The coordinator personally speaks with representatives of each identified group, and then goes directly to their home or business to invite them to serve.

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* Compare with the definition of facilitation as used in the San Juan Co., Utah, project. There, facilitation is: 1) helping a group learn to accomplish tasks; 2) helping a group learn to function effectively; 3) helping a group learn to collaborate with other groups. In both cases, the emphasis is upon building the independence of the group.

EVIDENCE OF EFFECTIVENESS

Although no evaluation reports exist attesting to the effectiveness of the Kanawha County project, several indicators of success exist.

First there is an impressive variety of services to people that are being coordinated through the advisory councils. This would suggest that a great number of people are having their diverse needs met.

Second, grants from a number of different grantors are being received, suggesting that institutions or agencies with money to spend look favorably on the programs offered in Kanawha County.

Third, over a period of four years (1972-76) the program has grown from having two full-time Community Education Centers to having 12.

Finally, in the same time period the number of agencies involved has quadrupled.

REPLICABILITY

The approach to community participation that is pursued in Kanawha County stresses self-initiative on the part of community members, and a systematic process of identifying needs and then locating and involving appropriate community resources. Because of the organization and support of the district's school administration, participation appears to have direct impact upon the schools.

The role of the council coordinator, since it is a distinctly "facilitative" one, is also crucial. The coordinator in this role encourages councils to take their

own initiative in identifying and solving problems, offering help through training and resource linking.

The Community Education Program Director also plays a central role in this approach, having to establish an atmosphere of teamwork and cooperation among coordinators.

This approach appears to be replicable in a wide variety of communities. What seems to be necessary for success is a coordinator who is sufficiently knowledgeable about the community or area to be served, so that he or she can link the advisory council to agencies that can meet needs identified by the advisory council. Imagination and resourcefulness on the part of coordinators would seem to be musts. This type of program can expand to include an advisory council for all attendance areas, and it would seem that success in one area would generate interest and enthusiasm for participation in another area.

COSTS

Costs involved in supporting this type of approach would include salaries of coordinators, travel, and supplies. Costs of other aspects of the program, such as training and various services, are met by funds supplied through various kinds of grants.

FURTHER INFORMATION

Further information may be located by calling the Community Education Program, Kanawha County Schools, at (304) 348-7747.

3
Hazel Park, Michigan

HAZEL PARK, MICHIGAN

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CASE STUDY

Under the leadership of District Superintendent Wilfred Webb, Hazel Park, Michigan has evolved a unique approach to Community Education that won an award in 1974 as the "All-America Community Education City."

The technique is based entirely on a very simple principle: community schools can be vitalized--given life--by an organized effort at direct personal contact with residents of the school district. Through personal contact, district patrons learn to understand and trust what is going on in the schools. This understanding and trust creates a climate in which district personnel and community people can work together to build the kind of educational program they desire. The community supports the schools because they trust and know the people who work in the schools.

Three assumptions underlie this effort:

- Vitalizing the community school philosophy through a program of personal contacts is an effort of major and continuing priority.
- A systematic, planned program of personal contacts is the most effective way for busy administrators to be able to apportion the necessary time.
- Specific efforts to secure support for education are a legitimate function of school personnel.

Hazel Park has been using and improving a home visitation program for more than 12 years and has an impressive record of successes in citizen involvement:

- parent volunteers assisting in the schools as teacher-aides
- neighborhood advisory councils working on community development
- a comprehensive vocational education program reflecting the needs and aspirations of the community
- high adult high school enrollment
- a passage of bond issues for new construction and capital improvements, as well as passage of millage renewals and increases

The home visitation program is the key to developing the trust that permits individual school neighborhoods to offer programming that meets their needs.

A careful plan was developed for all school personnel in order to implement the home visitation program. This plan is explained in an "Administrator's Guide to Vitalizing Community Education Through Personal Communication," printed by the school district.

The plan outlines four objectives:

- Improved communication with community residents.
- Improved community education, especially in heightening the aspirations of community residents for their community and schools. Developing on the part of all residents a greater awareness of educational opportunities. Developing increasing resident involvement in educational program planning.

- Inservice "education" of administrators.

- Increased support for school programs.

Procedures are suggested that are designed both to insure a careful, planned home visitation program, and to increase the likelihood that the program will be successful. The suggested procedures are explained below in a series of worksheets entitled:

Preparing for Contact

Visitation

Interview Guide

Miscellaneous Items of Importance

Steps to Involve Other Staff

Preparing For Contact

A visitation is more likely to be successful if your visit is planned. Below are some steps that can help you plan your visit.

(a) Listen for reasons to make a contact.

(b) Plan appointments in advance.

(c) Either use a regular allotted half day or establish a weekly quota.

(d) Become familiar with the interview guide.

(e) Set a priority sequence of contacts--new parents, parents with little school contact.

(f) Meet people whenever they use school facilities (pre-school mothers, etc.).

(g) Continue all previous casual contacts--visit in hospital, cards, neighborly chat.

Visitation

During your visit, communication is most likely to be effective if it is two-way, if you and the person you are visiting both offer ideas and suggestions. Some things you can do to promote effective communication are:

(a) Casual informal conversation--mutual hobbies, home decor, etc.

(b) Obtain information needed for interview guide.

(c) Draw out from persons interviewed their attitudes towards the schools.

(d) Elicit constructive suggestions concerning school programs.

(e) Give persons opportunity to express their interests.

(f) All persons given opportunity to be of service to the schools. Go "armed" with opportunities for service to your school.

(g) Inform persons about school programs.

Interview Guide

Successful interviews require preparation. You might want to spend some time developing questions you will ask, and practicing what you will say. Some suggestions are presented below.

(a) Introduce yourself.

(b) Express your interest in the welfare of the child, etc.

(c) Get person to do the talking. Ask leading questions, etc.

(d) Interpret school program as necessary resulting from persons' questions.

(e) Determine level of school support.

(f) Offer your assistance in registering the person. (Carefully check registration records and use tact in approaching the subject.)

(g) Invite person to school functions, activities.

(h) Recruit person to assist (serve) in some aspect of the school program

(i) Express your pleasure about the person's hospitality, etc.

Miscellaneous Items of Importance

The following additional suggestions can contribute both to effective visits and meaningful followup.

(a) Complete at least 4 to 6 contacts a week (½ day marked on calendar or spaced throughout the week.)

(b) Use your best "tried and tested" style.

(c) Use visitation as opportunity to recruit adults for block clubs, school helpers, etc.

(d) Do not ignore a geographic area of your school district.

(e) After gaining acceptance by a few on an individual block, arrange for a coffee hour that would include other residents of the block.

(f) "Live" as though you reside in Hazel Park.

(g) Don't take offense to "reactions" or "feelings" that may be expressed by residents.

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Steps To Involve Other Staff

Obviously the goal of personal contact by your school with all its neighborhood residents cannot be a solitary effort--and would probably be of less value if it were. You will want to gradually involve others. Some steps are suggested.

(a) Involve your community aide and/or counselors.

(b) Invite staff members, who express an interest to accompany you.

(c) Have residents who have been visited come to a staff meeting and discuss their reactions.

(d) Make a tape (with the resident's permission) to be used with staff.

Below is a sample card that can be used to maintain records of home visits.

Last Name _____ First _____ Phone _____

Address _____ City _____

Yes No

Reg. Voter ___ ___

Initial Home Visit: Date _____ By _____ Home Owner ___ ___

Comments:

Additional Home Visits: By:	Date	Comments:

EVIDENCE OF EFFECTIVENESS

The effectiveness of the community education program in Hazel Park has been monitored from time to time using a process which itself contributes substantially to citizen participation. Using over 150 high school students, with the cooperation of social studies teachers, a survey of the school district was conducted. Students used the district's census cards to establish a random sample of district residents. The Community Education Committee of the district designed a questionnaire for students to use in door-to-door interviews. After conducting the interviews, students then tabulated the data they had gathered and reported them back to the Community Education Committee and to the community at large.

The survey was felt to be successful. Among the benefits of conducting a survey in this manner are:

- community residents are likely to respond candidly to students about unmet needs and desired changes;
- students gain valuable real-life experience in how to conduct social science studies;
- visible cooperation among students, teachers, school administrators and the community education advisory committee is likely to increase public confidence in the schools.

A number of features of the questionnaire should be mentioned:

- Demographic data were left to a minimum because such data generally do not turn out to be useful and because they tend to make tabulation more difficult.
- A "warmup question" was included for the purpose of putting respondents at ease. In this case, those interviewed were asked whether they agreed or disagreed with the statement, "In the long run, most things in life generally turn out for the best."
- At the end of the questionnaire there was an opportunity for respondents to voice any feelings they had about the schools that were not mentioned in other parts of the interview.
- The questionnaire included a question that focused on problems of the community.

The home visitation program was also studied by a community education intern from a nearby university permitted by the district to assess parents' attitudes and perceptions of the home visitation program. This study indicated that parents

feel the home visitation program is worthwhile, that it has contributed to an awareness of what is going on in the schools, and that it is fostering cooperation between parents and the schools. Additionally, data collected in the study indicate that parents have a positive attitude toward teachers, and that they feel that the education of their children is of more concern than financial burdens caused by increased taxation to support the schools.

REPLICABILITY

The concept of home visitation can be implemented in any size school district at virtually no extra cost to the district. What does, however, appear to be fundamental to the success of such a program is the commitment on the part of top-level administrators to it. Such commitment must be evidenced in two ways.

1. Specific time allotments for home visitations should be part of the work plan of the individual expected to make the home visit.

2. All district personnel should participate in the program. The program could flounder if it is expected that only teachers will make home visits, while the superintendent and principals stay in their offices. Chances for success are immeasurably heightened if the district superintendent models the type of behavior that is expected from other staff members.

FURTHER INFORMATION

For further information, the following sources may be consulted:

Richard Allen, "Study of the Home Visitation Program in Hazel Park, Michigan," Report to Hazel Park School District, 1969.

"Knocking Down the Barriers Between School, Community," Michigan Education Journal, April, 1968, pp. 20-22.

David N. Newbury, "Hazel Park. NCEA Award--the All-American Community Education City," Community Education Journal, 4:1 (Jan.-Feb. 1974), pp. 23-26.

4
Minneapolis, Minnesota

MINNEAPOLIS, MINNESOTA

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CASE STUDY

From its beginnings in 1968, when the Minneapolis Board of Education authorized the establishment of a Department of Community Education within the school system, Community Education in Minneapolis has grown to the point where there are now some 69 functioning councils. About 100,000 persons now take part annually in Community Education programs that are selected and designed by neighborhood representatives serving on community councils.

Widespread agency involvement is also a feature of Community Education in Minneapolis. As one person who has long been involved in Community Education put it, "If you don't establish cooperative working relationships with agencies, you will only create another fragmented effort to serve people. You must work with those who are already involved in serving the needs of people and the community."

Involvement of the following agencies has both served to legitimize Community Education and to put persons in Community Education directly in touch with agencies already providing services:

Parks and Recreation Board

Municipal Government

City-wide Advisory Groups

Health and Welfare Agencies

County Agencies.

The approach to Community Education in Minneapolis stresses grassroots involvement at the elementary school attendance area level. In some cases, councils are formed around neighborhood non-school sites, meeting, for example, in a storefront donated by a neighborhood businessman. This grassroots approach gives the program opportunities for maximum involvement of people and maximum visibility of the success of projects undertaken. It is also an approach that takes advantage of and responds to the cultural diversity that exists in the Minneapolis area. Furthermore, collaboration with existing agencies is promoted both to reduce possibilities of duplication of efforts and to allow for maximum utilization of human, physical and fiscal resources.

Clearly the unique funding situation of Community Education in the Minneapolis area contributes to the success of the program. In the city of Minneapolis, Community Education is a part of the school district. However, it is primarily funded by a $1 per capita allotment which the school board is authorized to levy under permissive legislation. These funds are matched 50¢ to the dollar by state funds. The program in Minneapolis has grown to the point where it now has an annual budget of some six million dollars.

Presently, Community Education in Minneapolis is a dynamic concept that changes as neighborhoods change. For example, new councils are being formed or reorganized as attendance areas change due to:

- the establishment of large, new educational complexes,
- the razing of old buildings,
- the effects of busing and other methods of promoting school integration.

Neighborhood councils are also expanding their role beyond a narrow definition of Community Education, and are working on problems that generally affect life in the community. Still, a simple, grass-roots approach is used: The community assesses its needs, and learns to identify and share common human, fiscal and physical resources that can meet needs.

Effectiveness of neighborhood councils depends to a great extent upon the development of leadership within the council itself. During the early development of Community Education, persons who resided in the neighborhood were chosen as neighborhood council coordinators, and were paid a part-time salary for their coordinator role. Such a practice has enormous potential for bringing about within a neighborhood a sense of confidence in its own resourcefulness for solving its problems. Nowadays, less reliance is placed upon recruiting neighborhood people as coordinators, because many councils are nearly entirely self-reliant, and function on their own.

In Minneapolis, experience has shown that lay leadership is enhanced by pre- and inservice training for the role of Community Education Coordinator. Opportunities for such training are built into the Coordinator's job description, and focus on such things as:

- communications
- how to establish rapport with persons/agencies
- holding productive meetings
- budgets and finance

The training is also open to anyone else in Community Education who wishes to increase his or her own skills.

One technique that coordinators learn to use for purposes of establishing effective two-way communication about Community Education, as well as for stimulating involvement, is the Block Plan.

The steps in implementing the Block Plan are:

1. Using a map, identify the geographical area to be served by the council.

2. Divide the area into sections of four to six square blocks--use two blocks by two or three blocks.

3. For each block area, involve the residents in selecting a Community Education "Messenger."

4. Assist the "Messenger" to develop his or her role as a resource person, and as a person to be contacted to find out current information about Community Education.

Councils are also provided with guidelines which serve to stimulate council members into making decisions about what the role and function of the council ought to be. These guidelines are not meant to be prescriptive, but instead, suggestive. They are presented on the following pages.

The Role and Function of a Community School Advisory Council

A Community School Advisory Council is a permanent, voluntary committee serving to plan, organize, evaluate, and make recommendations concerning the Community Education Program. Community Education is a community working together to provide life-long learning opportunities, worthy use of leisure, and greater use and sharing of human talents. It makes more efficient use of school and community facilities to meet community needs with community resources. This is done in an effort to develop a positive sense of community, improve community living, and to strengthen communication and cooperation within the community. Most of all, it is people helping people.

Membership

The membership of this Council is open to all residents within the (general) attendance area of a particular community school. Members should be representative of all aspects of the community (all age levels, economic levels, rural, city, etc.). Each member must be concerned about people, a listener and a doer.

Size of Membership

Between 10 and 30 participants.

Terms of Office

Three year rotating. (suggested)

Number of Advisory Council Meetings

Quarterly--January, April, July, October. (or more as needed)

Number of Sub-committee Meetings

Dependent upon nature of work.

Members' Responsibility

1. Discover and recognize community needs. Make probable solutions. Go to right people with authority.
2. Assist in development of programs to match needs with community resources (human, financial, and existing facilities).
3. Communicate with public to improve community understanding and support.
4. A strong belief in democratic action. (Your experience is as valid as mine--it's just different.)
5. Identify potential community leadership. (Instructors, resource people, program initiators.)

Chairperson's Responsibility (1-year term, elected by the Council)

1. Provide leadership to assure Council is serving the constructive function for which it is designed.
2. Work closely with the cooperating Boards.
3. Preside at meeting.
4. Represent Advisory Council on Community Education Board.
5. Plan an agenda for each meeting with the Community Education Director.

Vice-Chairperson (1-year term, elected by the Council)

1. Be responsible for the operation of the sub-committee.
2. Substitute for the Chairperson if absent.

Community Education Director

1. Serve as secretary.
   a. Record and mail minutes.
   b. Formualte agenda with Chairperson.
   c. Arrange meeting time and place.

2. Serve as general consultant.

a. Provide statistical or descriptive information about the Community Education Program.

b. Prepare and disseminate progress reports.

Management of the Council

The Council, through the leadership of the Chairperson, shall attack tasks utilizing the following format:

Statement of the task:

What are you trying to accomplish?

By when do you expect this to be done?

Procedure:

How are you going to do it?

Activities	Time Line	Person Responsible
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

Evaluation:

Was the task accomplished on time?

During the past year, Minneapolis Public Schools submitted a proposal, "Stimulating the Neighborhood Action Process," to the Mott Foundation for the purpose of improving citizen participation. The proposal was subsequently funded and is presently underway. Several features of the project are noteworthy.

Within the project, 30 grants of up to $5,000 each are made available to neighborhood councils to pursue projects of their own choosing. Neighborhood councils desiring a grant submit their own proposals to the Minneapolis School District; proposals must provide evidence of public involvement. Furthermore, the neighborhood council submitting the proposal is itself fully responsible for all phases of problem solving associated with the problem it is working on. That is, the council itself locates solutions to problems it has identified and then plans, implements and evaluates the solutions. In this way participation is maintained throughout the phases of problem solving, rather than being limited simply to "advisory" functions.

A "Performance Survey" is used to assess the effectiveness of councils in order to determine whether they fit the criteria for applying for a SNAP grant; the survey is reproduced below.

Performance Survey

1. Name, address and phone number of:
   A. Council
   B. Council chairperson
   C. Community School coordinator
2. School or schools with whom your council works
3. List of council members and their affiliates.
4. How long has council been in existence?

5. List the projects council has initiated and status of each project at this time. (finished, in progress, being started, etc.)

6. List the projects council has initiated by other groups in which the council has participated, and indicate kind of involvement; i.e., number of members participating and status of project at this time. (finished, in progress, being started)

7. Do you have a budget? If so please attach a copy.

8. List any fund raising project carried out by council. (Amount of money earned. What was done with the money?)

9. Attach copies of all council minutes, meeting notices, or other documentation of council activities for the past year.

10. Have you done a community needs assessment? What type?

11. A. Research
    B. Survey
    C. Council member perceptions
    D. Reactions to neighborhood requests

12. Attach council goals and objectives or other documents used in planning council activities.

13. What process was used to establish these goals?

14. Attach council evaluations of Community Education program.

15. Attach copy of constitution, bylaws, or other policy statements by council to conduct its business. (Include membership selection process.)

16. Attach meeting schedule for 1976-77 indicating time and place of meetings.

Of interest also is the Project SNAP grant application form that councils use. Written in simple language, the applications encourage neighborhood people to think carefully and systematically about their projects. The format for the grant applications would seem to have utility as a planning tool for any project contemplated by a neighborhood council. The format for the grant application is:

PURPOSE OF THE PROJECT

JUSTIFICATION FOR THE REQUEST

OBJECTIVES

OPERATIONAL PLAN FOR MEETING THE OBJECTIVES

HOW CAN THE OBJECTIVES BE MEASURED?

EVIDENCE OF COMMUNITY INPUT CONTAINED

WITHIN THIS GRANT REQUEST

BUDGET

In Minneapolis, the various neighborhood councils each maintain a linkage with a city-wide Community Education Council, although the kinds of linkages vary widely. Such flexibility promotes autonomy on the part of the neighborhood councils.

The city-wide council provides central leadership, works with the Community Education budget, and works with the Board of Education. The neighborhood council is, however, the place where change happens. Consequently Community Education programs tend not to have a district-wide impact (as compared, for example, with the model used in San Juan County, Utah), but they do have a powerful impact at the local building level.

EVIDENCE OF EFFECTIVENESS

More than 20 human service agencies and over 30 large and small business establishments are involved in Community Education in Minneapolis. With many, joint powers agreements exist.

Examples of ways such agencies have participated are:

- The Northwest National Bank involved people in ABE and GED programs in planning a branch to be built in an inner city area so that the branch could be built to better serve the people it was being designed to serve.

- The same bank renovated and furnished an old building so that it could be used as a Senior Citizens and Child Care Center as well as to house a GED program.

- The Minneapolis Park Board has agreed to build additional recreational facilities at a school and to maintain outdoor facilities such as ice rinks at all schools.

- A group of 15 businesses and foundations contributed to the development of Camp Tamarack, an education-recreation center in a wilderness area.

- Twenty-four cooperative sharing agreements are in force with the city's cultural and performing arts organizations.

The number of Community School Councils in Minneapolis, the success in receiving funds to carry out Project SNAP and the strong state and local support of Community Education in Minnesota are all testimony to the effectiveness of Community Education in Minneapolis.

A plan for a study to assess the effectiveness of councils receiving Project SNAP monies is presently being implemented with results scheduled to be available in December 1977. This assessment aims at providing information to Councils, to the funding Agency (the Mott Foundation), and to the Community Education Department of the Minneapolis Public Schools about process and product components of each SNAP project. The assessment will focus especially on each council's perception of its own effectiveness and on processes that councils use to implement their projects. The plan for the assessment was adapted from An Administrative Checklist for Reviewing Evaluation Plans by Dan Stufflebeam. This checklist can be obtained from the contact person for this project (listed at the beginning of this section), and it is a useable, thorough document.

REPLICABILITY

The process of citizen participation in Minneapolis accommodates the wide diversity of the population of a major metropolitan area by aiming at representativeness at the attendance area of local schools. In this respect it resembles the model used in Kanawha County, West Virginia, which also has achieved success serving diverse populations. In both cases, involvement is achieved through providing services directly to the people who need the services. The chief differences between the two models are that in Minneapolis emphasis is placed on the neighborhood as a focus of activities, whereas in Kanawha County, Community Education Centers aim at serving high school attendance areas much larger than neighborhoods. But the way in which citizens become involved is similar in these two programs. The model represented by Minneapolis (and Kanawha County) has wide applicability. Beginning with an expression of support from the school board, one or more community groups is formed to assess its needs and plan solutions to meet those needs. Growth occurs as neighboring areas view the success of the first area. The program can grow in the directions that local people want it to take. In order to facilitate such an approach, a dynamic, imaginative coordinator, familiar with services and agencies, would seem to be a must.

COSTS

Costs involved in implementing an approach like the one used in Minneapolis would include salaries of coordinators. Various activities within Community Education would be separately funded, such as Project SNAP, which is funded by the Mott Foundation. Legislation permitting taxation to finance Community Education provides enormous flexibility in Minneapolis, and allows a stable base of operation.

FURTHER INFORMATION

For further information, the following sources may be consulted:

James Cramer and Elizabeth Fuller, "Inside Community Education--A Total Learning Experience for All Ages, Interests, Needs," SEA Journal: 1971-1976, Minneapolis Public Schools, 1976.

Mott Foundation Newsletter, Vol 4, No. 1 (April, 1977), pp. 8-11.

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